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Assistant Director for Reports and Estimates   JUL 18 1950

Management Officer

Management Staff Study of National Intelligence Survey Division, ORE.

1. A Management Staff study of National Intelligence Survey Division of ORE during the week of 3 July 1950 generally found D/NIS to be a well-administered, efficient organization. The staff was well-oriented, specific assignments had been made to each staff member, and such assignments were being effectively executed. The staff members expressed enthusiasm for their jobs and harmonious relationships appeared to exist. The considerable amount of work processed by this Division during the past year likewise testifies to the efficiency of the organization.

2. **Findings**:

     a. The activity of D/NIS is limited to that phase of basic intelligence which is contained within the framework of intelligence objectives and outline of the National Intelligence Survey Program. No consideration has been given to the provision for and coordination of basic intelligence support outside the purview of the NIS Program, which may be required by CIA and other intelligence agencies of the Federal Government.

     b. Coordination responsibilities exercised by D/NIS have been exclusively related to coordination of the production of component parts of the NIS publications being produced in designated agencies of the Federal Government, including three organizational units of CIA. Little attention has been given to coordinating:

          (1) ORE regional and functional division requirements by specific geographic area for basic intelligence.

          (2) The support to be rendered to contributing agencies of the NIS Program by OO and OCD.

          (3) For budget purposes all phases of CIA production and support rendered the NIS Program.

     c. Responsibility for policy decisions concerning the NIS Program are vested in an NIS Committee composed of representatives of agencies represented on the IAC, with CIA chairmanship of such Committee. Policy determinations regarding the scope of NIS activity are referred by this Committee, through the Director of Central Intelligence, to the Intelligence Advisory Committee and the National Security Council, when applicable. Joint Chiefs of Staff recommendations are generally solicited and followed. Also, Joint Chiefs of Staff recommendations are the basis of the priorities established for production of NIS publications. Responsibilities have been

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assigned to specific agencies for Chapter coordination of production.
General outlines for Chapters and Sections have been established by the
NIS Committee. Responsibilities for definition of substantive content
of Sections to be covered within the general outline framework for each
geographic area have been delegated to the contributing agencies. Like-
wise, responsibilities for determination of accuracy of substantive con-
tent rest with the agencies assigned responsibility for Chapter coordination,
although the NIS is generally considered as a CIA publication. Delegations
as set forth above give little consideration to priority of production and
coverage required for certain CIA intelligence activities and the interests
of other agencies such as the National Security Resources Board.

    d. Problems encountered in the production of NIS materials by con-
tributing agencies are well-expressed in the annual report now being
prepared by the Chief, National Intelligence Survey Division. Briefly
these problems include:

        (1) Poorly qualified personnel in contributing agencies.

        (2) Inadequate staffs in contributing agencies.

        (3) Division of staff time between NIS production and
departmental projects, as governed by pressure of Agency
workload.

        (4) Inadequate Agency support of the NIS Program, par-
ticularly at the high-levels.

        (5) Noncompliance with assigned deadlines.

        (6) Insufficient exploitation of available data.

        (7) Deficiencies in field collection capabilities.

    e. Working effort within D/NIS is devoted to control of and reporting
on progress of total production effort, to final review of finished Sections
of NIS Chapters submitted by Chapter coordinators for publication, and to
processing materials through the various publication phases resulting in
final publication of the finished product.

        (1) A considerable amount of time is devoted to
maintenance of controls and preparation of statistical
charts and graphs to report production progress.

        (2) Review of Sections submitted by contributing
agencies has been time-consuming and difficult, largely
because of lack of uniformity in copy received and inade-
quate editing within the contributing agencies. These
deficiencies can largely be attributed to "growing pains"
and it is expected that copy received will improve as con-
tributors learn about former mistakes and uniform standards

are adopted. As copy improves, so will the production of NIS
editors. Presently, a small backlog exists. Also, the character
of the editorial task will change from less review to more coordi-
nation and guidance of the product during its initial stages.

(3) D/NIS has made excellent progress in codifying editorial
instructions and establishing editorial policies and standards.
A fairly comprehensive guide is now in the hands of contributing
agencies. The reproduction processes used (ditto and mimeograph)
detract from usefulness of the guide because of difficulties in
reading and limitations on numbers of copies which can be supplied
to the contributing agencies.

(4) While each Section of the NIS is sent to appropriate ORE
and OSI regional and functional divisions for review and comment,
this action is not contributing too greatly to the quality of the
finished product. This can be attributed to D/NIS policy of yield-
ing to the contributor when viewpoints of ORE-OSI reviewing analyst
and the contributor cannot be reconciled, to marginal interest and
participation of ORE analysts in the NIS Program, and to no provision
for expressing non-concurrence in the finished draft.

(5) Presently, ORE-OSI regional and functional analysts have
assumed little responsibility for initiation or control of require-
ments for collection resulting from gaps and unreconciled factors
included in the NIS. This responsibility has resided with the
contributing Agency. Likewise, little provision has been made
within CIA to solicit cooperation of ORE and OSI reviewing analysts
in directing pertinent data to be included in subsequent revisions
of NIS Sections to the attention of D/NIS.

(6) Publication Branch, while not responsible for original
graphic and cartographic effort, has, by reason of serious
deficiencies in the contributing agencies (except CIA), expended
considerable graphic effort not envisioned in this Program.
Fluctuations in personnel and lack of experience in the contributing
agencies is being overcome by constant liaison to insure adequacy of
materials initially.

(7) Information Control presently maintains one complete set
of published NIS materials in addition to the two sets maintained
elsewhere within D/NIS. As the production of these materials
increases, problems of safe-files and space will become acute.

f. Dissemination of the NIS product has been effected under policies
established by the NIS Inter-departmental Committee and administered by
D/NIS. OCD has performed the physical tasks of distribution and mainte-
nance under the direction and supervision of D/NIS. Presently, COAPS
has recommended that NIS dissemination be effected under Agency policies
established and administered by AD/OCD. Much discussion has been held
with little understanding of the basic difference of opinion regarding
this dissemination picture. (See Tab A, memorandum for Acting Executive
from Chief, COAPS, titled "NIS Publications", dated 15 May 1950; and
Tab B, memorandum to AD/ORE from Chief, D/NIS, titled "NIS Publications",
dated 23 May 1950.)

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g. The dissemination problem discussed in the preceding paragraph and other findings relating to the non-integration of the NIS activity into the CIA intelligence operation stem from one unanswered question, namely, "Is the NIS an intelligence product of CIA for which CIA must accept responsibility as to quality, coverage, accuracy, and dissemination?" Chief, D/NIS contends that the NIS is not a CIA product, but the product of the various contributors, with each contributor exercising full and final judgment as to the content, quality, and dissemination of its product. He further believes that CIA responsibilities are limited to the mechanical tasks of coordinating production activity and of effecting final publication. Yet, within the intelligence community, even by the officials of contributing agencies, the NIS is considered and referred to as a CIA product. While NSCID No. 3 states in paragraph 1a (4) "in such form as shall be determined by the Director of Central Intelligence and the agencies concerned," paragraph 1a (5) states "The Director of Central Intelligence shall be responsible for coordinating production and maintenance and for accomplishing the editing, publication, and dissemination of these National Intelligence Surveys . . . ." (Underscoring added.)

h. Organizational structures of the Office of the Chief and of the Editorial Branch appear adequate for present operations. It was noted that personnel assigned from the IAC at times served in other than assigned positions, but this appears to be the best utilization of their working effort. The workload of the three editorial sections vary so considerable that no effort can presently be made to adjust the strength between sections to reflect workload. The table of organization of Publication Branch as presently constituted is not being followed in performance of activities. Editorial functions are now being performed as a unit and not split into sections as indicated on the present T/O.

3. **Recommendations:** It is recommended that:

a. The recommendations contained in memoranda to you titled "Management Study of Regional Divisions of ORE", dated 14 July 1950, and "Factors to be Reconciled Between the NIS Program and the Basic Economic Research Activity of Eastern Europe Division, ORE", dated 14 July 1950, concerning basic research be implemented. Such implementation would provide closer integration of ORE activity in the field of basic intelligence and definition of the support responsibilities of ORE for the NIS Program.

b. Future budget presentations for the NIS Program activity within CIA include mention of the support responsibilities, not only of ORE, but also of OCD divisions and ████████████████████ of the Office of Operations.   STATSPEC

c. The problems set forth by Chief, D/NIS, in his annual report which relate to coordination of the production effort with the agencies represented on the IAC be referred to the Director of Central Intelligence, when necessary, and such other action as can be taken within ORE be effected to resolve the acknowledged problems.

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d. Immediate consideration be given to revise NSCID No. 3 to clarify CIA position as to whether the NIS is a product of CIA with the assistance of the intelligence agencies or whether CIA is in a secondary position to the NIS Interdepartmental Committee.

e. The working effort of the editors of D/NIS continue to be directed toward coordination of the NIS production in its drafting stages through providing training and guidance to the working-levels of the contributing agencies, thus enabling the initial production of higher-quality drafts which would require less editorial review. Also this type of coordination should substantially reduce the time-lag between cut-off date and publication date of the NIS Sections.

f. The editorial guides be further developed and be printed in greater number of copies and in a more finished and usable form. (Note: During the course of the survey, it was suggested that paper offset mats be used, rather than ditto masters or stencils, in preparation of final draft.)

g. A procedure be established which will provide for the issuance of collection requirements by ORE reviewing analysts to provide data on controversial statements appearing in NIS publications or omissions, when such action is not taken by the contributing agencies. Also, that provision be made for indicating possible discrepancies in published NIS Sections. Likewise, provision should be made for inclusion in NIS maintenance files of D/NIS of newly collected data received by ORE reviewing analysts, which data may require incorporation in revisions of NIS Sections.

h. The employment of machine record facilities in the maintenance of control and statistical records be explored.

i. Dissemination of the NIS be recognized as a CIA function and such dissemination be effected in accordance with CIA dissemination policies, with due consideration being given to the desires of contributing agencies.

j. The Publication Branch T/O be realigned as follows:

Publication Branch

Chief	1	GS-12
Assistant for Graphics(Liaison)	1	GS-9
Assistant for Maps (Liaison)	1	GS-9
Clerk-stenographer	1	GS-4

Publication Section

Cartographer(Assistant for Publications)	1	GS-11
Editorial Clerk	1	GS-6
Editorial Clerk	3	GS-5
Editorial Clerk	3	GS-4

Production Section
Cartographer(Assistant for Pro-
duction)   1   GS-9
Illustrator   3   GS-7
Illustrator   6   GS-6

Publication Branch Total: 22

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Attachments: Tab A and Tab B

cc: Acting Executive
      Chief, COAPS
      Budget Officer

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